

## Message Text

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ORIGIN EUR-25

INFO OCT-01 ISO-00 OIC-04 CIAE-00 DODE-00 NSAE-00 NSCE-00

SSO-00 USIE-00 INRE-00 PM-07 INR-11 L-03 ACDA-19

PA-04 RSC-01 PRS-01 SP-03 TRSE-00 SAJ-01 SS-20 NSC-07

EB-11 OMB-01 /119 R

DRAFTED BY OSD/ISA:JETYLER:MEM  
APPROVED BY EUR/RPM:EJSTREATOR  
PM/ISP:JGRAHAM  
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J-5, JOINT STAFF:COL FYE (INFO)

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O R 252216Z SEP 74  
FM SECSTATE WASHDC  
TO USMISSION NATO IMMEDIATE  
INFO USNMR SHAPE  
USCINCEUR  
USLOSACLANT  
CINCLANT

C O N F I D E N T I A L STATE 211681

E.O. 11652:GDS  
TAGS: MPOL, PFOR, ECON, NATO  
SUBJECT: MINISTERIAL GUIDANCE

REFS: USNATO 5100, USNATO 5180

1. FOLLOWING GUIDANCE IS FURNISHED FOR DRC MEETING ON SEPTEMBER 26.
2. WE CURRENTLY SEE KEY ELEMENTS OF MINISTERIAL GUIDANCE AS INCLUDING THE FOLLOWING:

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A. RATIONALE FOR CONTINUING NEED FOR EFFECTIVE NATO

DEFENSE.

B. RESOURCE REQUIREMENTS NECESSARY TO MAINTAIN AND IMPROVE CURRENT NATO FORCES (US VIEW: ROUGHLY CURRENT RATES, WITH ANNUAL INCREASE IN REAL TERMS OF THREE PERCENT).

C. WHERE TO PLACE CURRENT EMPHASIS IN SUPPORTING AGREED STRATEGY (US VIEW: CONTINUED EMPHASIS ON IMPROVING CONVENTIONAL CAPABILITY).

D. JUDGMENT AS TO RELATION BETWEEN RESOURCES AND STRATEGY (US VIEW: CONVENTIONAL BALANCE WITH WARSAW PACT CAN BE ATTAINED AND MAINTAINED WITHIN PROJECTED RESOURCES, IF CERTAIN ADDITIONAL EFFICIENCIES ARE SOUGHT, PRIORITIES ARE

CAREFULLY SELECTED AND RIGOROUSLY APPLIED, AND IF FORCES ARE USED FLEXIBLY).

E. AREAS FOR ADDITIONAL EFFORT (US VIEW: RATIONALIZATION, STANDARDIZATION, COMMON PROGRAMS, COOPERATION, ETC.).

F. PRIORITIES FOR IMPROVEMENTS (US VIEW: BASIC ISSUES AS APPROPRIATE TO REGIONS).

G. FLEXIBILITY IN PLANNED USE OF FORCES (US VIEW: REGIONAL PLANS, STRATEGIC RESERVE PLANS, NECESSARY PREPARATIONS).

H. MECHANISM FOR DIRECTING AND REVIEWING IMPLEMENTATION (US VIEW: MORE COMPREHENSIVE PLANNING AND REVIEW SYSTEM IS NEEDED).

3. THESE KEY ELEMENTS LEAD TO RELATED KEY ISSUES SUCH AS CONFIDENTIAL

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WARNING TIME AND ITS USE, THE CONVENTIONAL BALANCE, PLANNING SCENARIOS, MIX OF STANDING AND MOBILIZABLE FORCES, APPROPRIATE DEGREE OF READINESS, LENGTH OF HOSTILITIES, ETC.

4. WE THINK IT WOULD BE USEFUL FOR THE DRC TO HOLD AN INITIAL DISCUSSION OF WHAT SHOULD BE INCLUDED AS KEY ELEMENTS OF MINISTERIAL GUIDANCE AND WHAT ISSUES THEY RAISE, AS A POSSIBLE GUIDE TO THEIR COMING DISCUSSIONS.

5. WITH REGARD TO FINANCIAL RESOURCES, WE AGREE THAT THREE PERCENT ANNUAL INCREASE IN REAL TERMS SHOULD BE URGED AS THE MINIMUM FOR THOSE COUNTRIES WHICH HAVE DONE LESS THAN THAT IN THE PAST. HOWEVER, WE BELIEVE THAT AS AN ASSUMPTION FOR DRAFTING OF FORCE PROPOSALS, THREE PERCENT ANNUAL INCREASE IN REAL TERMS SHOULD BE A CEILING, EXCEPT FOR THOSE COUNTRIES WHICH MAY AGREE IN ADVANCE TO ACCEPT A HIGHER CHALLENGE. WE ARE MINDFUL OF THE CURRENT ECONOMIC SITUATION, WHICH OFFERS LITTLE PROSPECT OF ANY-THING MORE THAN CONTINUED DEFENSE EFFORTS AT ROUGHLY CURRENT RATES. A REASONABLE LONG-TERM RESOURCE REQUIREMENT IS PART OF THE US LONG-RANGE CONCEPT. WE WOULD NOT

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WISH TO AGREE TO ANY HIGHER FIGURE WHICH WOULD CARRY WITH IT PROBABLE AUTOMATIC FAILURE. AS AN ADDED COMMENT, THE US CONCEPT TAKES INTO ACCOUNT IN CONNECTION WITH RESOURCE LEVELS THE ADDED EFFICIENCIES WHICH SHOULD BE ATTAINED THROUGH RATIONALIZATION, STANDARDIZATION, ADDITIONAL COMMON PROGRAMS AND OTHER FORMS OF COOPERATION, POSSIBLE RESTRUCTURING AT THE NATIONAL LEVEL, AND CAREFUL SELECTION AND RIGID APPLICATION OF PRIORITIES. IN OUR VIEW

THESE EFFORTS ALONG WITH THE PROJECTED RESOURCES WILL  
PERMIT NATO TO MOUNT AND MAINTAIN AN EFFECTIVE DEFENSE  
OVER THE LONG TERM.

6. WE WOULD PREFER NOT TO EMPHASIZE PERCENTAGE OF GNP FOR  
DEFENSE AS A MEASURING DEVICE FOR COMPARING NATIONAL  
DEFENSE EFFORTS OR AS A STANDARD FOR SETTING A CHALLENGE.  
WE SEE LITTLE PROSPECT FOR INCREASES IN PERCENTAGE OF GNP  
FOR DEFENSE; PERCENTAGE OF GNP FOR DEFENSE SHOULD BE  
CONSIDERED AS ONLY ONE OF THE STATISTICS TO BE TAKEN INTO  
ACCOUNT IN COMPARING DEFENSE EFFORT. OUR INTEREST IS IN  
THE QUALITY OF THE FORCES IN THE FIELD, IN THE PROGRAMS  
THAT SUSTAIN AND IMPROVE THEM, AND IN EFFORTS TO PERMIT  
THEM TO WORK TOGETHER EFFECTIVELY, RATHER THAN RELYING  
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SOLELY ON INPUT MEASUREMENTS, THE DRC MIGHT CONSIDER  
ESTABLISHMENT OF SOME OUTPUT MEASUREMENT SUCH AS DEGREE  
OF NATIONAL IMPLEMENTATION OF BASIC ISSUES FORCE  
IMPROVEMENTS.

7. COMMENTS ON MANPOWER LEVELS AS APPROPRIATE TO  
RESOURCE GUIDANCE SHOULD BE ALONG LINES OF US TEXT, QTE  
US CONTRIBUTION TO THE FORMULATION OF MINISTERIAL GUIDANCE  
EMBODYING A LONG RANGE CONCEPT FOR NATO. UNQTE.

8. AT APPROPRIATE TIME DURING MEETING US REP SHOULD  
MAKE OR SUPPORT POINT THAT DRC SCHEDULE MUST ALLOW TIME  
FOR CONSIDERATION OF QTE MILITARY APPRECIATION IN EARLY

NOVEMBER BEFORE A FINAL DRC TEXT IS SUBMITTED TO DPC IN  
PERMANENT SESSION.

9. REF USNATO 5180, WE CONCUR WITH MISSION'S PROPOSALS

A, B, C, D IN PARA 1. WE HAVE NO OBJECTION TO DISCUSSION  
OF PARAS 34 THROUGH 36 OF IS DRAFT, AND HAVE THESE PARAS  
UNDER REVIEW. WE ALSO FIND IT EARLY TO BEGIN SUCH  
SPECIFIC DRAFTING. KISSINGER

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** COLLECTIVE SECURITY, MEETINGS, GUIDANCE INSTRUCTIONS, FOREIGN POLICY POSITION  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 25 SEP 1974  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1974STATE211681  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** JETYL:MEM  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D740270-0865  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1974/newtext/t19740914/aaaaalmx.tel  
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**Office:** ORIGIN EUR  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 5  
**Previous Channel Indicators:**  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** USNATO 5100, USNATO 5180  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** golinofr  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 08 APR 2002  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <08 APR 2002 by cunninfx>; APPROVED <09 JUL 2002 by golinofr>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** INISTERIAL GUIDANCE  
**TAGS:** MPOL, PFOR, ECON, NATO  
**To:** NATO BRUSSELS  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005